

# Sovereign Nations

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NEWSLETTER OF TRIBAL SELF-GOVERNANCE



## *Self-Governance Conferences Set Tone For FY '97 Negotiations*

**W**ith negotiations beginning in late Spring and early Summer, the Spring Self-Governance Conferences have always served as a springboard into a successful or, as in recent years, a long and tedious negotiation process. Decisions are made that shape the entire negotiation process.

This year has been no exception. The BIA conference, held in Seattle, April 9-10, was highlighted by Assistant Secretary of Indian Affairs Ada Deer telling the attendees what a "remarkable accomplishment" Self-Governance has been, while the IHS conference, held April 24-26 in Las Vegas, was capped off by a strong commitment letter from IHS Director Dr. Michael Trujillo.

Because Self-Governance started on the BIA side, the progress and issues at that conference were quite different, bordering on the predictable, whereas the IHS Conference still involved rolling up one's sleeves and hashing it out over issues.

The IHS Self-Governance Tribes are still involved in heavy dialogue around the issues of base budgets and AFA language.

The BIA has solved those problems and moved on to non-BIA program negotiations and Trust Evaluations. To be sure, there are still controversial subjects on the BIA side, but it is easy to see the difference that time, permanent legislation and Title I amendments have had on the negotiation process.

Hoopa Valley Tribal Chairman Dale Risling summed up the progress of Self-Governance in his address at the IHS conference by quoting Will Rogers that "we've got to stay on track, but we've also got to remember that we'll be hit by a train if you don't keep moving." ☀

(Detailed IHS and BIA Conference reports  
are on inside page)

*Picture above: Quinault Nation President Pearl Capoeman-Baller and IHS representative Don Davis sign the first FY 1997 SG AFA*

# BIA Northwest Field Office Spearheads Negotiations



**S**itting on the 'other' side of a fence can give a person a unique perspective. Such is the case for Makah Tribal member Matt Kallappa, who now, on an Intergovernmental Personnel Act (IPA) assignment from the Makah Tribe to the Office of Self-Governance (OSG), has even greater appreciation for the challenge of federal responsibilities to Tribes."

Teamed with Self-Governance veteran Tom Shirilla and long-time BIA agency superintendent Karole Overberg, Kallappa rounds out the three-person team of the OSG Northwest Field Office (NWFO) in Vancouver, Wa. which is responsible for Self-Governance negotiations of close to 40 Annual Funding Agreements (AFA's) including 160 Tribes in the Portland, Juneau, Sacramento and Billings Areas.

The NWFO was established in 1992 with Ron Brown at the helm. Shirilla joined the Office later in the year as a Tribal Coordinator. Brown retired in 1994 and Overberg was came in to serve as the Northwest Field Office Manager early in 1995. Kallappa was assigned to the office as a Self-Governance Specialist in June of 1995.

Initially, Brown and Shirilla were heavily involved in the long, tedious and, sometimes, tense dialogue between the BIA and the Tribes to establish BIA residuals and distribution formulas. At that time, Kallappa was serving as the Self-Governance Coordinator for the Makah Tribe. Kallappa says, "The negotiation atmosphere has evolved since those days. The Portland Area Office (POA), through the leadership of Area Director Stan Speaks, and with the help of the Affiliated Tribes of Northwest Indians, worked hard to gain input and consensus among the Portland Area Tribes through an extensive consultation

process." In addition, Kallappa says the identification of Tribal Shares with computerized spreadsheets, which Wayne Bartley and Nick Longley, from PAO, and Shirilla jointly developed with extensive

which contained each Tribe's negotiation spreadsheet with base budget data already entered."

Negotiations with new SG Tribes are more extensive but, as Kallappa says,

"they are more streamlined due to BIA Tribal Shares efforts and the model AFA's and compacts. The road is on it's way to being paved. There are still 'potholes' or issues to work through, but we work hard to arrive at compromises that the parties can live with."



Matt Kallappa, Karole Overberg, Tom Shirilla

Tribal input, helped move the process forward.

Other areas have undertaken similar processes and Kallappa says the current FY 1997 negotiations fall into two general categories: 'Base budget' Tribes and new SG Tribes. "Negotiating with 'base budget' Tribes (SG Tribes who have a SG

**"The road is now paved. There are still a few potholes and disagreements, but usually we arrive at a compromise we can all live with."**

funding base in the President's annual budget request to Congress) has become less complicated," says Kallappa. Negotiations generally include, "verifying amounts calculated with Congressional adjustments, and negotiating any new or non-recurring programs and the written Annual Funding Agreement (AFA). To further simplify negotiations, OSG distributed computer diskettes this year

From May until August, the NWFO team is usually on the road conducting negotiations.

Usually, they try to take a team of two to each negotiation but, because of the increasing number of Tribes negotiating, that is not always logically possible. The negotiations usually occur at either the Tribal location or the Tribe's respective BIA Area Office. The Area Directors and their delegated coordinators negotiate on behalf of the BIA. "The Area coordinators have done a great job of helping to smooth out problems," says Kallappa. "The coordinators that our office works with (Nick Longley of Portland, Roger Drapeaux of Juneau, Amy Dutschke of Sacramento, and Henry Graham of Billings) basically coordinate the Bureau's participation in working through negotiation issues. If there is an issue with a BIA program they will involve the appropriate BIA staff."

"I enjoy going to the Tribal locations," says Kallappa. "You get to see Tribal situations firsthand and, consequently, get a better feel of issues than if you were meeting at an offsite location."

Kallappa says the NWFO staff sees themselves as advocates for Tribal sovereignty and for the transfer of federal responsibilities to the Tribal level. "I have

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# Tribal Leaders Descend Upon Seattle for BIA Spring Self-Governance Conference



Assistant Secretary Ada Deer opened the BIA Spring Self-Governance Conference by saying that the history and progress of Self-Governance is a "remarkable accomplishment." She spoke of Self-Governance from a historical and policy context. "Self-Governance is part of the long march from years of reservation encampment of the 1800's, through the years of service delivery primarily by the BIA, through the dark years of termination of the 1950's and into the brightening light of Self-Determination contracting of the 1970's."

She goes on to say that from the policy perspective, the BIA has changed the way it views itself and how the Tribal shares process has "heavily influenced the amendments to Title I of P.L. 93-638 which will affect the Self-Determination contracting for years to come."

Self-Governance on the BIA side has come a long way. To be sure, there are still plenty of problems. But, one can tell that progress is being made, when conference agenda items include the Self-Governance assumption of non-BIA programs.

The main thrust of the conference consisted of several break-out sessions centered around the following issues: Office of Self-Governance (OSG)

Strategic Plan, Non-BIA Programs and Negotiations, Trust Evaluations, Self-Governance Rule-making and BIA Tribal Shares Process and Budget Issues.

## OSG Strategic Plan

The OSG staff conducted a session around the strategic role of their office. While Tribal leaders and the OSG staff agreed on many points, there are some issues such as where OSG resides in the Interior organization chart, which have to be resolved at a higher level. Just a few of the priorities developed out of the session include:

- OSG should reside at the Executive level.
- OSG should ensure timely transfer of funds and reconciliation reporting of transfers.
- OSG should be an advocate for Tribal involvement of federal policy.
- OSG should participate and mediate non-BIA program negotiations.
- OSG should establish more field offices.
- OSG should work to support the inclusion of contract support in base budgets.
- OSG should exercise delegated authorities and waiver requests.
- Increase OSG staff to accommodate additional Tribes.

## Non-BIA Programs and Negotiations

As authorized under P.L. 103-413, the Tribal Self-Governance Act, the Interior Department has recently announced the inclusion of non-BIA programs into the Self-Governance arena. This has created a need for further communication and education on Self-Governance within the non-agencies. Despite the many concerns the non-BIA agencies have, it was pointed out by Tribal representatives that there are many legitimate programs that Tribes may wish to assume.

## Trust Evaluations

The Trust Evaluations session of the conference was quite heated with many Tribal leaders objecting to proposals by the new Director of the Office of American Indian Trust. The proposals for Trust Evaluations looked, to many, to be overly lengthy and controlling in nature.

In addition, many leaders felt the definition of what was a trust program and what was not, was being expanded by the Office of American Indian Trust. Many Tribal leaders have said they will not participate in this new process.

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## Office of Self-Governance Mission Statement

*We, the Office of Self-Governance, challenge ourselves to promote, advance, and advocate the Tribal Vision of Self-Governance with dignity, integrity and respect for the Tribal governments that we serve.*

*We honor, protect, and support Tribal sovereignty within a government-to-government partnership with Tribal governments.*

*We advocate for the transfer of federal programmatic authorities, activities and resources to Tribal governments in accordance with Tribal Self-Governance statutes and policies.*

# ***Self-Governance Coordinators***

***3 parts coordinator, 1 part budget analyst, dash of tenacious pit bull***



**T**hey wear many different hats: negotiator, budget analyst, politician, task force member. Usually they're the first one in the room, lugging 2-3 notebooks under one arm and searching for the best electrical outlet for their portable PC. That's right, we're talking about the Tribal Self-Governance Coordinator: the backbone of all the technical and logistical aspects of Self-Governance.

The responsibilities and duties of a Self-Governance Coordinator are many. Below is listed some of the different responsibilities a Tribe may want to consider for their Coordinator. In addition, we have included some things to think about in the type of person hired and comments from coordinators about their job and why they are successful.

For a Tribe first entering Self-Governance, the tasks or duties of the Self-Governance Coordinator are long and, sometimes, overwhelming. The tasks usually involve other staff and departments because Self-Governance creates more team work between departments.

## **Communication/Education**

It can't be over emphasized as to how important Tribal Community education, input and feedback is. Self-Governance needs Community support and input to work.

1. *Develop articles for newspaper.*
2. *Hold forums and hearings to discuss Self-Governance.*
3. *Develop information for Council – hold regular briefings on technical issues.*
4. *Conduct educational meetings for departments.*

## **Internal Program Assessments**

- Before the Tribe can develop priorities, it is important to assess

the department's functions, services provided, gaps in services and needs.

1. *Community Needs Assessment, surveys, hearings, forums, etc.*
2. *Department Assessments – needs and needs plans.*
3. *Organizational Assessment – How do Community needs fit with Departmental needs?*
4. *Policies/Procedures Review – Are there any policy changes because of SG?*

## **Budget**

Self-Governance means additional funds along with other Tribal program dollars, all of which can be designed to meet the needs and priorities of the Tribe. Consequently, budget development and budget process become much more important.

1. *Coordinate development of budget ordinance.*
2. *Coordinate development of new budget process.*
3. *Conduct budget hearings.*

## **Analysis of IHS and BIA Budgets/Programs**

Before going into Self-Governance, a Tribe should analyze the IHS/BIA programs, the associated Self-Governance funds and what the Tribe's new responsibilities would entail.

1. *Program Research – Which programs do you want to assume? and can you do it with the funds available?*
2. *Begin Negotiations Process – Develop Compacts/AFAs, Council review, legal review.*

The above listed tasks are just the tasks required to enter Self-Governance. Of

course, some are on-going, but there is a great deal of organizational and community infrastructure activities associated with entering Self-Governance. The Self-Governance Coordinator is usually involved in all aspects of this. And it doesn't stop here. After a Tribe is in Self-Governance, a whole new set of responsibilities and tasks takes over.

## **Negotiation Activities**

1. *Attend all Self-Governance conferences, meetings, pre-negotiations and negotiations.*
2. *Prepare Compacts, AFA language and AFA spreadsheets – this is usually accomplished in real time as numbers are changed over and over by BIA and IHS staff.*
3. *Prepare final documents.*

## **Post-Negotiation Activities**

1. *Reconcile transfer of funds.*
2. *More reconciling of funds.*
3. *Participate on every workgroup from funds distribution to negotiated rule-making.*
4. *Participate in Tribal budget process.*
5. *Track Self-Governance funds.*
6. *Conduct Community hearings.*
7. *Participate in policy and legislative activities and lobbying associated with Self-Governance.*

Whew! This is a lot of work for one person, which is why a good Self-Governance Coordinator is worth their weight in gold. What kind of traits should they have? Again, a person with multiple personalities; the brains to analyze budgets, the charisma to make presentations to the Tribal community; the courage to take on bureaucrats unhappy with Self-Governance; and the stamina to keep trying to reconcile the transfer of funds one more time.

# Coordinators Give Their Ingredients For Success



*Lynda Jolly, Quinalt Nation*



The ingredients to success are different for everyone—this also holds true in anyone working with Self-Governance. But, the common denominator, surprisingly enough, is the ability to "coordinate", which the dictionary describes as: "to cause to work efficiently in a common action, cause or effort." Generally, it involves juggling negotiations (multi-agency is an added stress factor), planning (i.e., which programs to assume, where we

are at now, where do we want to go in the future), and implementation (AFA adjustments, modifications, etc.). All this may sound too simplistic, but it is difficult to describe everything we Coordinators do in a nutshell. Basically, I do as I'm directed by my Chairman. The key to our success has always been our Tribal leadership.

It certainly helps to have writing skills (for writing reports, letters to Congress, Appropriations Testimony, and even newsletter stories), but you can also develop those skills. It also helps to have some number-crunching experience (accounting/bookkeeping/data input), and sharp computer skills. You should also be willing to speak before a group (not my favorite thing to do), as well as one-on-one. And, your telephone becomes your best friend (or worst enemy, depending on your attitude).

The most frustrating part of being a Self-Governance Coordinator is dealing with the diversionary tactics of the federal agencies (in our case BIA and IHS). We experienced a great deal of opposition in the early stages of both agencies' negotiations, and still occasionally have obstacles thrown in our path along the way. I am sure every Coordinator in the nation can give a thousand examples of such actions (or inactions). But, we never give up, just keep on plugging along, hoping our persistence will pay off; realizing too that Self-Governance is a two-way street and we will all have to make concessions.

The most satisfying part of being a Self Governance Coordinator is meeting all the other Self-Governance Coordinators, Tribal Chairmen and their staff and sharing success stories, as well as failures; borrowing strategies in negotiations, or uniting in a common cause to push forward policies under the leadership of our respective Tribal-Chairs.

I can't think of a better place to be. Be prepared for a few setbacks, and many small triumphs. It's worth the wait, the experience(s) will never be forgotten, nor will the friendships!

*Julie Johnson, Makah Tribe*



What does it take to be a successful O.S.G. Director? The first word that comes to mind is "flexible." Self-Governance staff members are always dealing with changes. Changes in preparing the BIA and IHS AFA budgets, sometimes on a daily basis, weekly and for sure...on a monthly basis. Self-Governance staff must have

knowledge of the Washington DC Congressional budget process and most importantly have an understanding of the National, Area, and Agency budgets of the BIA and IHS. Another important factor is understanding "the administrative position of the federal employees." Self-Governance employees must be able to communicate verbally and in writing to community members, Tribal staff and the federal government employees.

The Makah Tribal Council has chosen to place all Self-Governance duties within one office. This method has worked well, because we have been able to apply the knowledge and skills we developed preparing BIA Compacts and AFAs, to help with the justifications for negotiations with the IHS. In the remaining months of 1996, we will be researching other funding agencies and services to Self Govern in 1997. Our experience working with the BIA and IHS has helped prepare us to conduct this research and make professional recommendations to the Makah Tribal Council.

When I first was hired as the Self-Governance Director for the Makah Tribe, I was assigned to "Special Projects". This means at certain times during the year, the Council has me organize special events, write competitive proposals/grants, set up special meetings, and organize and prepare special documentation. With all the federal budget cuts we are facing at the local, area and national levels, we need to be flexible and work harder to become self-sufficient.

What is the most satisfying part of being a Self-Governance Director? Being part of a process that allows Tribal Communities, Tribal Councils and Tribal administrations to develop policies and procedures that meet the needs of our people at the reservation level. In the past, many of the program goals and activities were designed in Washington DC.

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**After additional dialogue between both sides and several attorneys, Dr. Trujillo agreed to summarize his decisions in a four page letter signed by himself and Lummi Nation Chairman Henry Cagey, who served as Tribal Caucus Chairman of the Conference.**



The IHS Spring Conference, held in Las Vegas, started off with several proposals from IHS which caused concern with Tribal leaders. However, after two days of intense dialogue and negotiations between Tribal leaders, staff and attorneys from both Tribes and IHS, the end result was a letter signed by IHS Director Dr. Trujillo which clearly stated his position and which set the tone for favorable negotiations for most Tribes.

The key issues which sparked intense discussion centered around Model AFA language, base budgets and distribution of HQ funds.

### **Proposed AFA Language**

The first issue dealt with proposed AFA language and brought the most intense comments from Tribal leaders. The IHS had prepared a Model AFA Outline which was distributed to Tribes. At the time of the conference it was not clear whether the IHS negotiators were to use this outline and what if any provisions within the outline might be mandatory requirements by IHS. Some

of the objectionable items in the outline, to name just a few, included: 1) notification by the Tribe to IHS whenever program redesigns were implemented; 2) no base funding clause; 3) inability to use carry-over funds for construction; and 4) proviso language which allows IHS 90 extra days to review and sign a Tribe's AFA.

Dr. Trujillo stated the AFA language recommendations were to be used to streamline the process and that universal types of language would help in this manner.

In the end, the Tribal leaders overwhelmingly objected to the AFA Outline Model, even as a guideline. They felt it was controlling, eroded the individual sovereignty of each Tribe to negotiate their own AFA terms and was not developed with Tribal consultation.

### **Tribal Base Budgets**

The second major issue of the Spring Conference centered around Tribal Base Budgets. Many Tribal leaders and staff

spoke to the conference about how important an issue this is. Base budgets create two enormous benefits to the Tribes; namely a consistent, dependable budget and the elimination of costs and time to negotiate yearly budgets and the never-ending process of reconciling the distribution of AFA funds.

Dr. Trujillo stated he was in favor of base budgets as a goal for Self-Governance, but felt that there were many issues around the implementation. He felt more input from the base budget pilot AFAs was needed before the IHS could proceed. It would be his preference to form a work group, coordinated by the Office of Tribal Self-Governance, to develop strategies for the implementation of base budgets.

Many of the Tribal attorneys approached the microphone to express their views to Dr. Trujillo that the new legislation around Title I and III made base budgets a mandatory option the Tribes could request. All of the Tribal attorneys who spoke were in agreement on this issue.



## Distribution of HQ Funds

The third issue which sparked much debate at the Spring Conference, centered around the distribution of HQ funds and more importantly what was on or off the table for negotiations and what was being shifted from one account to another. Many Tribal leaders have felt that the IHS has attempted to shift Self-Governance funds from accounts which had favorable distribution formulas to accounts which are program driven or more favorable to IHS control. Much of this suspicion is caused by the late distribution of financial spreadsheets and the lack of good crosswalks to show why some funds have disappeared and where others have been transferred.

In addition, there was much concern over some accounts such as Management Initiatives being placed off-limits for Self-Governance distribution.

Dr. Trujillo agreed that the spreadsheets were hard to understand, that the information needed to be out in a more timely manner and that maybe we should think about collapsing many of the line item accounts into larger single item accounts.

After much discussion from both sides, Dr. Trujillo met with his senior staff and the next day made several decisions. After additional dialogue between both sides and several attorneys, Dr. Trujillo agreed to summarize his decisions in a four page letter signed by himself and Lummi Nation Chairman Henry Cagey, who served as Tribal Caucus Chairman of the Conference. The main points of the signed agreement are summarized in the box to the right.

In addition, Dr. Trujillo agreed to provide a list, prior to the initiation of negotiations, of any issues or policies that place significant limitations on the negotiating authority. He also agreed that any AFA received by June 7th for fiscal year Tribes and September 6th for calendar year Tribes, would allow enough time for review without the necessity of the "proviso" language.

Needless to say, the two and one-half days spent in Las Vegas was very action-packed, filled to the brim with issues and, in the end, fulfilling to most in attendance. Not all decisions around issues were satisfactory, and the process to reach these decisions was frustrating at times. But, while many at the Las Vegas Spring Conference initially thought that the outcome of many key issues was in doubt, no one anticipated the many positive decisions the Tribes garnered from Dr. Trujillo.

## *The main points of the signed agreement are:*

### **1. Base Budget**

- A Tribe's FY 97 Area and HQ shares will not be reduced below FY 96 negotiated levels, except as a result of Congressional appropriations.
- Indirect Cost Support will not be subject to base budgets except in pilot project Tribes.
- The Office of Tribal Self-Governance will organize an Advisory Committee to prepare base budgets options to Dr. Trujillo and the Tribes.

### **2. AFA Model Language**

- Dr. Trujillo has instructed federal negotiators that the model AFA provides guidance only.
- A letter developed by the Tribes, will be attached to every copy of the model AFA sent out to Tribes.

### **3. Distribution of HQ Funds**

- IHS will provide a copy of Inter-Agency Agreements which they contend limits the distribution of these funds.
- A work group will be formed to tackle the Assessments account which, to date, has not been available for Tribal shares.

## Wyandotte Tribe of Oklahoma

### Bearskin Health Center Benefits From Self-Governance



This month's Tribal Profile focuses on the Wyandotte Tribe of Oklahoma. The Wyandots are one of the most traveled American Indian Tribes in the history of the North American continent. The Tribe is composed of remnants of three related Tribes who once occupied portions of the provinces of Quebec and Ontario, Canada. The three Tribes; the Hurons, the Nation du Petun, and the Neutral Nation, were all members of the Iroquoian linguistic family.

The emigration of the Wyandots was an epic struggle to survive against formidable odds; first caught up in the devastating war between the Tribes of the Iroquois Confederacy and the Huron Confederacy and later with the onslaught of European settlers. The Tribe moved through Michigan, Wisconsin, Ohio and later was resettled in Kansas and the present-day location of Oklahoma.

The Tribe's membership is scattered over the entire North American Continent. Their recent accomplishments include the naming of their Turtle Tot Pre-school Learning Center as the best school in the United States in Indian Education.



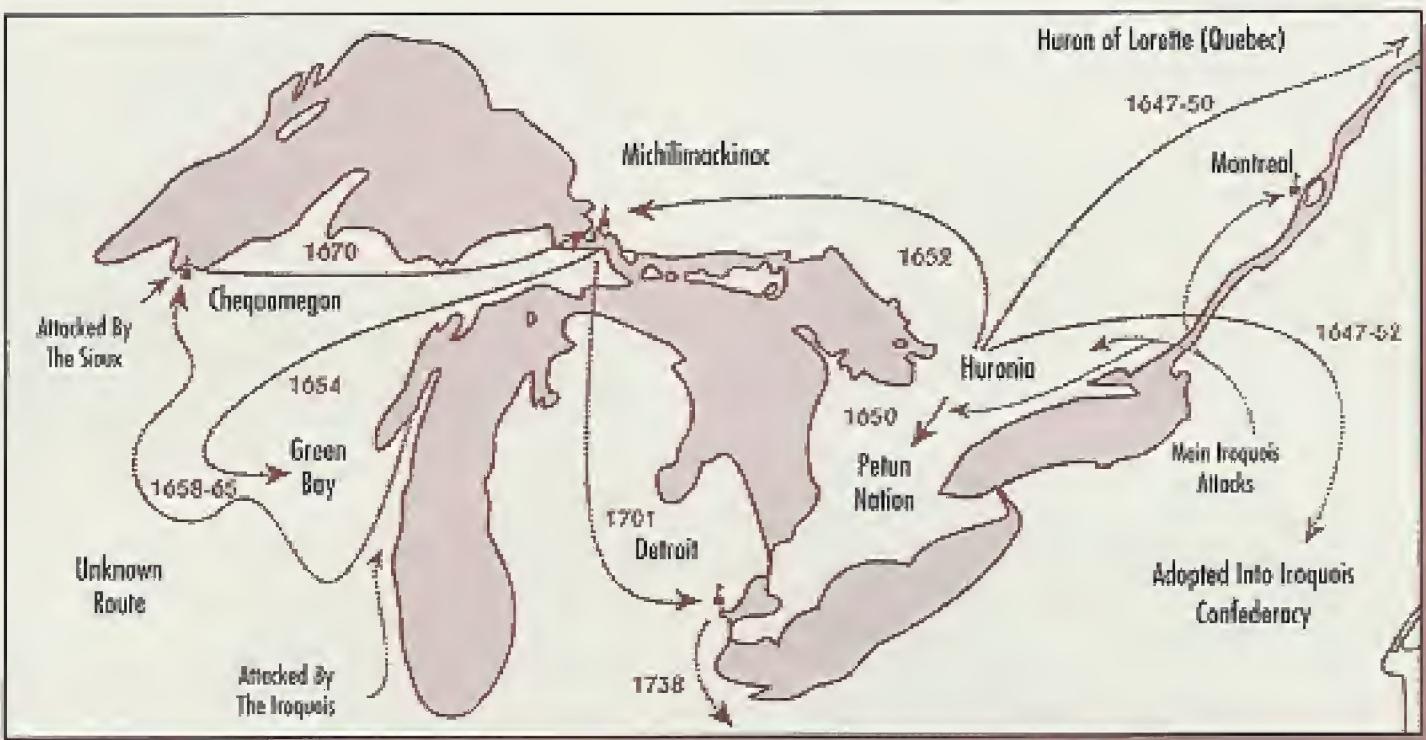
Leaford Bearskin, Chief of Wyandotte Tribe

In 1993, the Wyandotte Tribe of Oklahoma received a Tribal Management Grant to study improving Health Care delivery to its people. As with many Indian Health Service facilities, appointments to see a primary provider were difficult to obtain and for the elders, many with chronic health problems, this often meant deteriorating conditions and at times, causing serious health problems.

The study revealed that there was a more effective method to deliver health care services with better accessibility.

Chief Leaford Bearskin and the Tribal Business Committee directed the Health Management Director, Patrick Baumert, to begin writing the proposal for contracting. The Tribe was approved to begin providing contracted Health Services on June 1, 1994. However, the Tribe also applied for and received an IHS Self-Governance Compact Planning Grant effective January, 1994. Compact planning was completed and the Tribe was approved as a calendar year compacting Tribe, beginning 1995.

Although the Wyandotte Tribe of Oklahoma is a comparatively small Tribe, 3,460 members nationwide and a 452 user population in the area to be served, it entered into an agreement, by Tribal Resolution, with the Eastern Shawnee Tribe which has Government Offices in West Seneca, Oklahoma, to provide health care services for their Tribal members. This increased the user population to approximately 1,100. The service area for the Bearskin Health Center and Clinic is defined as a 12 county area in Northeastern Oklahoma.



*Migration Routes of Wyandots*

In addition, to serving Wyandotte and Eastern Shawnee Tribal members, the Clinic also serves residents of two nearby rural communities on a fee-for-service basis as allowed by the Compact.

Self-Governance increased the amount of funding for Health Services by 27% through the acquisition of Area and Headquarters Tribal shares. The Wyandotte Tribe committed all of those administrative dollars to the improvement of health services programs, thereby insuring that the Tribal shares received benefited the eligible members.

Although located in a rural area, the clinic has almost 1,000 patient records on file and through an effective appointment policy, the individual in need of care usually does not wait more than one day to be seen. The clinic is comprised of one primary care physician, one RN, one LPN, one Medical Diagnostic Technician, a comprehensive medical laboratory and a well equipped, professionally staffed radiology department, a medical records department, and an appointment/reception area.

Support Services to the clinic include Business Services/Managed Care Coordinator (CHS), Referral Scheduling Clerk, Department Secretary, Custodian/Courier and the Health Services Division Director.



*Bearskin Health Center Staff*

The Health Center provides transportation to and from the clinic to those who need it and provides weekly health screening services in the Title VI Program Building.

If we were to sum up what going into Self-Governance has meant to our Health Services Program, it would be that having the authority to redesign services and programs so that they are need specific, along with the additional funding, resulting from the Tribal Shares, has allowed us to tremendously

improve and expand the level of care and services that can be delivered to the Indian beneficiaries served by the Bearskin Health Center and Wyandotte Tribe of Oklahoma.

# ***Paula Williams Named Director of IHS Office of Tribal Self-Governance***



*Paula Williams*

IHS Director Dr. Michael Trujillo has announced the selection of Paula K. Williams, a member of the Sac and Fox Nation of Oklahoma, as Director of the IHS Office of Tribal Self-Governance. She joined the IHS from the Chickasaw Nation, Ada, Oklahoma, where she was the Director of the Office of Management and Budget and Self-Governance. Prior to her appointment with the Chickasaw Nation, Ms. Williams worked for the Sac and Fox Nation as Tribal Manager. She supervised the first Sac and Fox Self-Governance Compacts and Agreement with the IHS and BIA.

Ms. Williams received a bachelor's degree from Wichita State University. She has been honored by the Tribes she represented at the local and national level.

"Ms. Williams' experience and background in the implementation of the Indian Self-Determination and Education Assistance Act make her an excellent choice for this position," says Dr. Trujillo. "Her proven ability should make her an effective Director for the OTSG and a national leader in all Self-Governance issues."

Ms. Williams currently resides in the Washington DC area.

A reception was held at the IHS Spring SG Conference to honor Ms. Williams and Acting OTSG Director Mr. Reuben Howard.

## ***BIA Northwest Field Office*** *(continued from page 2)*



a very high level of respect for the Tribes who are working so hard and investing so much, both at the national and reservation levels, to implement the Tribal vision of Self-Governance," he says.

While the Self-Governance road may now appear to be paved with fewer 'potholes' than in the past, Kallappa says there are still serious challenges ahead. "We (OSG and Tribes) really need to work together to educate other DOI agencies regarding Self-Governance. Another real challenge is federal implementation of restructuring to accommodate both Congressional budget cuts and the transfer of federal responsibilities and associated funding to Tribes. Downsizing in any organization has the potential to create morale issues that must be acknowledged and handled appropriately."

The NWFO is the only field office in Self-Governance. Currently, the Washington DC OSG negotiates with Tribes outside the four Areas served by the NWFO. Many Tribal leaders would like more Field Offices established. "Being in the field puts an office in a better position to build working relationships with Tribes," says Kallappa.

All in all, Kallappa is very happy with his assignment to the NWFO. "We get to interact with Tribes and, hopefully build lasting relationships," he says. Kallappa's unique perspective, from both sides of the Self-Governance fence, has given the Tribes and the federal government a valuable contributor to the Self-Governance process. □

## ***Tribal Leaders Descend Upon Seattle*** *(continued from page 3)*

### **Self-Governance Negotiated Rule-Making.**

Tribal Co-Chairs Ron Allen and Bernida Churchill and IHS Co-Chair Mike Anderson presented an update on the work completed by the Negotiated Rulemaking Committee. The issues discussed included: negotiation process, definition of Annual Funding Agreements for BIA and non-BIA, Trust Evaluations, process and selection of new Self-Governance Tribes and criteria for planning and negotiation grants.

### **Budget Issues**

The Budget Issues session began with a discussion of what was happening with the BIA budget because of the continuing resolutions and the deep cuts enacted by Congress. The dialogue became more intense when the issue of where the cuts were being applied was addressed. It was the contention of several leaders that the BIA was applying the Congressional cuts to the Self-Governance portion of the Central Office budget and was not equally applying it to all of the Central Office budget. □



## Department of the Interior Programs Available for Self-Governance Listed in Federal Register

The Secretary of the Interior published, in the May 20, 1996 Federal Register, the annual list of non-BIA Interior programs that are eligible for assumption by Tribes. The programs are in the agencies of Bureau of Land Management, Bureau of Reclamation, Fish and Wildlife Service, Minerals Management Service, National Park Service, Office of Surface Mining, Reclamation and Enforcement and the U.S. Geological Survey.

The early reports, from Tribes and BIA officials, are not encouraging. The listed agencies are not well educated, or for that matter, very enthusiastic about Tribes assuming any of their programs.

## IHS Tribal Self-Governance Advisory Committee Formed

The IHS Tribal Self-Governance Advisory Committee was selected at the Spring Conference. Made up of Tribal leaders, the major role of the Committee will be to provide advocacy and policy guidance for Self-Governance. The Committee member delegates and alternates include:

*H. Sally Smith, delegate, Bristol Bay Area Health Corporation*

*Bernida Churchill, delegate, Mille Lacs Band of Ojibwe Indians*

*Alvin Windy Boy, Sr., delegate, Rocky Boy Chippewa Cree*

*Michael T. Pablo, alternate, Confederated Tribes of Salish & Kootenai*

*Dale Risling, delegate, Hoopa Valley Tribe*

*Philip Martin, delegate, Mississippi Band Of Choctaw Indians*

*Patricia Know-Nicola, alternate, Penobscot Nation*

*Larry Nuckolls, delegate, Absentee Shawnee Tribe*

*Wanda Stone, alternate, Kaw Nation*

*Greg Pyle, delegate, Choctaw Nation*

*Bill Anoatubby, alternate, Chickasaw Nation*

*Joe Byrd, alternate, Cherokee Nation*

*Dennis Smith, Sr., delegate, Duck Valley Shoshone Painte Tribe*

*Keith Homaker, alternate, Duckwater Shoshone Tribe*

*Henry Cagey, delegate, Lummi Nation*

*Hubert Markishtun, alternate, Makah Indian Tribe*

## Negotiated Rule Making Committee Nearing Completion of Work

Two final upcoming meetings have been scheduled to complete the proposed Self-Governance regulations. The Committee will be meeting from July 28 through August 2, 1996 in San Diego, and August 20-22, 1996 in Washington, DC. The

Committee has been meeting since May 1995 and anticipates publication of the draft regulations in the Federal Register this upcoming Fall. For further information, please contact Tribal Co-Chairs, W. Ron Allen, Tribal Chairman, Jamestown S'Klallam Tribe at (360) 683-1109, and Bernida Churchill, District III Representative, Mille Lacs Band of Ojibwe, at (612) 532-4181, or Bill Sinclair, Director, Office of Self-Governance at (202) 219-0240.

## DOI Self-Governance Communication and Education Project Grant Awarded

The Department of the Interior Self-Governance and Education Project grant has been awarded to the six Tribe Consortium consisting of the Hoopa Valley Tribe (California); the Jamestown S'Klallam Tribe, Lummi Indian Nation and Quinault Indian Nation (Washington); Mille Lacs Band of Ojibwe (Minnesota); and the Sac & Fox Nation of Oklahoma. The Project is a three-year project and will be operated by the six Tribes.

Staff: Maureen R. Kinley, Coordinator

Location: Lummi Indian Nation

2616 Kwina Road  
Bellingham, Wa. 98226

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Services: Access to latest information about BIA and IHS Self-Governance Program; information about becoming a Self-Governance Tribe; publish Sovereign Nations newsletter, coordinate Self-Governance conferences and workshops; distribute examples of internal Tribal policies and other operations; and access to largest collection of Self-Governance documents in existence.

## Next Issue of Sovereign Nations

### Politics of Self-Governance

- *IHS Permanent Legislation*
- *Tribal Political Action Committees*
- *Q & A with Presidential Candidates*
- *Tribal Leader Perspective*
- *Hoopa Valley Assumption of Highway Construction and Fire Suppression Programs*
- *Self-Governance Updates*

To publish updates or interesting Self-Governance stories or news please contact:

Brent Simcosky  
508 Edison St. SE  
Olympia, Wa. 98501  
360/956-7024

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*Self-Governance is a Tribally driven initiative intended to provide Tribal governments more control over their own destinies. The project fosters the shaping of a "new partnership" between Tribal governments and the government of the United States. We believe that excellence in related communication and education is fundamental to the achievement of these goals.*

**FOR INFORMATION WRITE TO:**

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**Julie Johnson** (*continued from page 5*)



Through the Self-Governance process, our Tribal Council sets policy and priorities for our Community and staff...this is the traditional way decisions were made in the past and works well today.

I have worked for Tribes and Indian organizations for over 20 years. In all those years, I have never had a better group of individuals to work with. Self-Governance Tribes are just "positive first" people! They bend over backwards to share, with other Tribes, any federal program, budget and policy information; or any type of information that will help develop and maintain successful program services at the local level. Self-Governance Tribes have the "Nordstroms Attitude" and never forget that all services provided with federal dollars are public information and will share that information on a daily basis.

What is the most frustrating part of being a Self-Governance Director? Justifying budgets in negotiations and meetings with government employees who think of their jobs before services for our people. For example, in 1996, IHS Headquarters' budget is \$336,781,276.00 and Tribes were only allowed to negotiate for \$69,360,570.00 of it; or roughly 21% of the total. This is very frustrating when we do not have enough CHS funds to refer our patients, our people, to doctors or hospitals in Port Angeles or Seattle. We do not have enough funds in our IHS base budget to pay for a full-time Community Health Nurse, a Mental Health Counselor, full-time sanitation services and transport services. We are the most isolated reservation in the State of Washington and have to fund our own ambulance and EMT services. In order to provide a full-time employee for each of these services on the Makah Reservation, we have to add other funding to meet our basic needs. This isn't right and can be one of the more frustrating aspects of working in Self-Governance.

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## Tribal Self-Governance Sovereign Nations

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